

LIMITED-SOURCES JUSTIFICATION

Work Order Title: Decennial, Applicant, Personnel and Payroll System (DAPPS)
Solicitation Number: 1333LB-22-MGBS-0070
Contractor: Prime Source Technologies, LLC.
Period of Performance: Date of Award (Estimated September 15, 2022 – March 14, 2024)
Place of Performance: U.S. Census Bureau, Suitland, MD
COR: Donnis Armstrong

Work Order Type: Time and Materials (T&M)

1. Identification of the agency and the contracting activity

The United States Census Bureau (USCB) Headquarters (HQ), Acquisition Division (ACQ), in its support of the Application Development Services Division (ADSD).

2. Nature and/or description of the action being approved

This is a Limited Sources - logical follow-on to continue support previously obtained via Work Order # YA1323-15-BU-0038/ WO004, issued through the SE&I Project Tier, under General Services Administration Federal Supply Schedule (GSA FSS) IT-70 contract (Now GSA MAS). Prime Source Technologies' GSA Schedule contract # is GS-35F-0480T.

This is a noncompetitive acquisition of Decennial, Applicant, Personnel and Payroll System (DAPPS) services support from Prime Source Technologies, LLC for ADSD of the USCB. It is the intent of the USCB to obtain continued support for the DAPPS efforts via a Time and Materials type Work Order.

The Period of Performance includes a base period from September 15, 2022 (estimated) through September 14, 2023 and an optional 6-month extension. The total estimated value of the work order is \$7,188,498.60.

Regarding the background of the current work order, YA1323-15-BU-0038/ WO004 was competed using the Systems Engineering and Integration (SE&I) Project Tier ESF. Six proposals were received in response to the solicitation, with the best value determination resulting in an award to Prime Source Technologies on September 8, 2017.

3. A description of the supplies and/or services required to meet the agency's

This logical follow-on acquisition will procure support services for the DAPPS system. Under the management and direction of ADSD, DAPPS is an enterprise-wide application used for the recruitment, hiring, time and expenses, payroll, reporting and integration with numerous internal and external systems. DAPPS is a web-based application with no public facing and uses Oracle's PeopleSoft, a Commercial Off-the-Shelf (COTS) software, customized to meet unique Decennial requirements and required interfaces with other administrative systems and Federal agencies.

DAPPS has been used throughout the decade in support of the Field Division (FLD) administrative work conducted in the Area Census Offices (ACO) and Regional Census Center (RCC) during a decennial, census test(s) and special censuses. DAPPS supported the 2020 Census key operations, including the Post Enumeration Survey (PES) operations, in support of the Decennial Census of population and housing conducted every 10 years. This was accomplished by managing the DAPPS application up-time and its 27 interfaces both externally and internally and allowing the regional and area Census staff to process all their recruiting, hiring, daily time and expense collection, and weekly payroll function successfully.

\ This was of utmost importance during August 2020 where the system was at its high peak by hiring 126,380 applicants, processing 2,807,618 time and expenses and paying 325,714 employees in one week. This is the volume that the DAPPS system was able to process for the 2020 Decennial Census and will need to be maintained and upgraded to support the upcoming 2025 Census Test operations with the vision of supporting the 2028 Census Test and ultimately the 2030 Census.

Furthermore, DAPPS will support the activities in preparation for the upcoming 2025 Census Test, research, assessments, archiving and support lawsuits if any associated with the 2020 Census.

The work under this work order will include:

- managing and implementing system upgrades as part of the vendor's releases for the PeopleSoft COTS modules which includes fixes reported by customers, tax updates, security patches, enhancements for current functionality within the modules, new functionality driven by new technology, customers request, changes of laws/regulations, etc. These upgrades are critical to maintain the application up to date as part of the modernization effort and improving the application performance.
- updating unsupported code based on the vendor's releases for the PeopleSoft COTS modules and removing unnecessary customizations if vendor's enhancements eliminate the need of the customization implemented which simplifies future upgrades.
- upgrading/migrating Census infrastructure to cloud/non-cloud environments
- archiving the 2020 DAPPS Data and establishing the environment to access the data
- preparing 2020 DAPPS data sets for the National Archives and Records Administration (NARA)
- generating the electronic Official Personnel Folder (eOPF)

- providing DAPPS system security support in response to vulnerabilities identified by Census's Security scanning and updating documentation or evidence as part of the continuous monitoring of the system security controls in order to maintain the authority to operate for the DAPPS system including the annual review of the DAPPS privacy impact with the department.
- providing data extracts to the Office of General Counsel (OGC) in support of any 2020 Census lawsuits or future lawsuits that may have occurred during the 2025 Census Test. These lawsuits can range from candidates not selected due to race, overtime not paid, etc.
- supporting Data Research and Assessments activities in preparation for upcoming 2025 Census Tests, 2028 Census Test and 2030 Decennial Census
- designing, developing, and implementing enhancements to meet customers' needs
- technical writing to maintain the current system documentation as well new documents due to new functionality, implementation of new security controls requiring documentation/evidence, responses to technical data calls, etc.
- enhancing/maintaining DAPPS existing user interface to be more intuitive, compliant, and user friendly
- knowledge transfer to Census staff
- consultation with Census Employees on alternative industry standards for processes and procedures
- support integration of hardware/software within the Census Intranet and Internet infrastructure

4. An identification of the LSJ rationale, and if applicable, a demonstration of the contractor's unique qualifications to provide the required supply or service.

Statutory Authority

This acquisition is being conducted under the authority of the Multiple-Award Schedule Program (see [8.401](#)). The statutory authority applicable to this acquisition is FAR 8.405-6(a)(1)(i)(C) – *In the interest of economy and efficiency, the new work is a logical follow-on to an original Federal Supply Schedule order provided that the original order was placed in accordance with the applicable Federal Supply Schedule ordering procedures. The original order or BPA must not have been previously issued under sole-source or limited-sources procedures.*

Supporting Rationale for Cited Authority

The government's ultimate goal is to award the DAPPS requirement on the Department of Commerce (DOC) Indefinite Delivery/Indefinite Quantity (IDIQ) vehicle called Commerce Acquisition for Transformational Technology Services (CATTS), which has an estimated award date of July 2022.

However, this requires a bridge for the gap between the current DAPPS SE&I Project Tier ESF BPA work order (YA1323-15-BU-0038/ WO004) period of performance (POP) end date of September 14, 2022 and the date that DAPPS can be awarded via CATTS in July 2022. A new

competitive DAPPS procurement will take longer than 2 months to solicit and award a Task Order on CATTS.

Therefore, the USCB plans to award a one-year, limited sources logical follow-on to Prime Source Technologies, LLC via their SE&I Project Tier ESF BPA, YA1323-15-BU-0038, off their GSA MAS IT Contract GS-35F-0480T. The one-year logical follow-on will provide the time to award CATTS, prepare the DAPPS requirement to solicit on CATTS, award DAPPS through the CATTS GWAC, and then transition. This limited sources logical follow-on will enable the government to maximize the use of the CATTS strategic sourcing vehicle. CATTS is estimated to be awarded in July 2022 and will be a 10-year IDIQ that is 100% set-aside for small business. CATTS has no fees associated with it and can be used by any Agency under the Department of Commerce.

The impacts of any delays or disruption of services are a major concern of the USCB. As seen in the bullets below, there are numerous critical DAPPS system functions occurring over the next year. Utilizing the logical follow-on will enable ADSD to receive continued contractual support from Prime Source Technologies LLC who has a demonstrated proficiency with the DAPPS system and ensure there are no schedule issues. These critical functions include:

- Migration of the DAPPS application from the Technology Integrator (TI) infrastructure to the CSVD Enterprise infrastructure. This is critical and needs to be completed by September 30, 2022. The TI contract's close out date is set and the contractor needs to have all their tasks completed. No extension will be granted to the TI contract due to funding and acquisition's intent to close out the contract. DAPPS is critical to the mission for responding to Office of General Council (OGC) requests based on lawsuits, Equal Employment Opportunity (EEO) complaints, Government Accountability Office (GAO) and Office of Inspector General (OIG) audits and/or investigations. DAPPS is critical to the mission for the recruiting, onboarding, and paying the employees working for the upcoming 2025 Census Test.
- Preparing and storing the 2020 Census temporary employee Electronic Official Personnel Folder (eOPFs) for those temporary employees whose data was processed in DAPPS for the 2020 Census operations including those that work on the Post Enumeration Survey (PES) operations. This is both mission critical and organization commitment between the U.S. Census Bureau and the National Archives and Records Administration (NARA), National Personnel Records Center (NPRC) to provide for efficient and secure access by NPRC staff to electronic personnel records of 2020 Census temporary employee eOPF. These personnel records are maintained by the U.S. Census Bureau, for the purpose of responding to requests submitted to NPRC.
- In addition, for the 2010 Decennial Census, the Census Bureau provided hundreds of thousands of temporary decennial employee OPFs to the NPRC via paper. This transfer complied with 5 CFR § 293.307. However, both parties determined that converting these 2010 paper records to electronic records for the sole purpose of retirement to NPRC would be cost-prohibitive and contrary to NARA's ongoing efforts to transition to digital government. Therefore, for the 2020 Census data, there is an opportunity to save time, money, and resources by allowing NPRC staff to securely access these records electronically for the purpose of responding to requests it receives from former census

employees and other Federal agencies. Thus, as allowed by the Federal Records Act and OPM regulations, 44 U.S.C. § 3103, and 5 CFR § 293.301, the U.S. Census Bureau will maintain individual DAPPS eOPF records and share with NPRC upon request. The retention requirements on the DAPPS OPFs is 129 years per the General Records Schedule 2.2 item 040. DAPPS OPFs are subject to the Privacy Act (5 U.S.C. § 552a).

- Archiving the 2020 DAPPS data requires the establishment of a separate environment away from the current DAPPS production environment and also need to provide authorized users, Field Division Administrative Branch (FLDB) and ADSD's DAPPS technical, with access to historical applicants' submitted applications, selected candidates for positions, personnel actions processed, compensation, benefits, job history, and other employee information. The 2020 DAPPS Data needs to be kept pristine. This is essential and critical for the U.S. Census Bureau to maintain the applicants and employees whose data was processed in DAPPS for the 2020 Census operations, including those for PES operations, to respond Freedom of Information Act (FOIA) requests, Equal Employment Opportunity (EEO) complaints, OGC requests for current and/or future lawsuits, OIG requests for current or future investigations, General Accounting Office (GAO) and/or other financial audit requests. Another benefit of keeping the 2020 DAPPS data through continued services is to support Data Research and Assessments activities in preparation for upcoming Census Tests and the 2030 Census but also for analytical and statistical purposes and/or other request the U.S. Census's director may have received from external sources.
- Upgrading the DAPPS system baseline Oracle's PeopleSoft COTS Human Capital Management (HCM) application and developers' tool are critical to maintain the application current with the new functionality and capabilities by enhancing HR and Payroll processes and eliminating customizations, leveraging, and deploying new technology such as self-service, analytics, cloud readiness, and many others. This allows the U.S. Census Bureau to increase productivity, accelerate business performance, provide a lower cost of ownership and align with the Census Strategic Goal 3: Organization Excellence and Census's OCIO Strategic goals accelerating secure cloud and data science technology and strengthen the cybersecurity and response posture with the Department of Commerce, DHS and OMB.
- DAPPS O&M activities are required to follow and implement the Census Security Policies and Regulations, including external regulations such as DHS, OMB, etc., and Vendor Provided Patches for the Oracle's PeopleSoft COTS HCM suite of products and the PeopleSoft Enterprise Development Tool for developers (PeopleTools), 3rd party Configuration Management (CM) tool (STAT), 3rd Party COBOL compiler for payroll (Micro Focus Visual COBOL for Linux), middle-tier (WebLogic/Tuxedo) and database (Oracle). The impact of not performing the O&M tasks would be detrimental for the operations of the application and infrastructure (Servers and Database) impacting the Field Division (FLD), Decennial Census Management Division (DCMD), Human Resources Division (HRD), EEO, OGC and other customers performing their day-to-day operations before, during and after Census Test operations, including security and financial audits. The greatest negative impact of not continuing services would be Census' inability to follow and apply the latest security fixes based on Office of Information Security (OIS) monthly or demand scanning results, vendor fixes, as well as

any information received from the Cybersecurity & Infrastructure Security Agency (CISA) for identified vulnerabilities requiring immediate remediation(s).

Prime Source Technologies, LLC is uniquely skilled to perform the above critical functions due to the following:

- Prime Source Technologies staff have the PeopleSoft technical and functional understanding of the requirements and tasks in progress. In addition, the staff works closely with the ADSD, FLD, DCMD, Census Investigative Services Division (CISD), Policy Coordination Office (PCO) staff as well as with other IT divisions within Census. Prime Source's staff have a strong understanding of the DAPPS infrastructure, database content, and knowledge of the decennial operations which can expedite the process and the retrieval of data extracts required by OGC, OIG, auditors, researchers and including those requested by the Census's Director. Any stoppage of the work or transitioning to another vendor at this time places the tasks mentioned above at high risk.
- There are multiple negative impacts/risks in bringing a new contractor onboard and up to speed. As follows:

As a new contractor onboards its new staff, those individuals will need to go through the clearance and adjudication process. During this process, proposed candidates may be required to provide additional personal documentation, including court documents, after which the candidate has 30 days to respond. Alternatively, the candidate may decline the position, thereby forcing the awardee vendor to provide a replacement candidate. This entire process can further delay the onboarding of new contractor staff. Since this is a short-term contract, delays of that time and nature can add up to a large percentage of the gap that this contract is meant to fill, further impacting mission.

Therefore, it is in the best interest of the government to issue a limited sources work order, pursuant to FAR 8.405-6(a)(1)(i)(C), for 1 year (with optional 6-month extension per FAR 52.217-8) to Prime Source Technologies.

5. Contracting Officer Determination of Fair and Reasonable Price

In accordance with FAR 8.404(d), GSA has already determined the prices of hourly rates for services offered under schedule contracts to be fair and reasonable. Therefore, ordering activities are not required to make a separate determination of fair and reasonable pricing, except for a price evaluation as required by 8.405-2(d). Therefore, a comparison will be made to determine if the rates proposed by Prime Source Technologies align with the rates on their SE&I ESF Project Tier Contract. Although GSA has already negotiated fair and reasonable pricing, the Contracting Officer will seek additional discounts before placing this follow-on work order.

In accordance with FAR 8.405-2(d), the Contracting Officer will determine that the final estimated value of the work order is fair and reasonable. A comparative analysis of labor

rates and level of effort will be done between the Independent Government Cost Estimate and the Offeror's proposal to assist in the determination of fair and reasonableness.

All awardees were provided fair opportunity to be considered for the original order under the General Services Administration (GSA), Multi-Tiered Acquisition Framework for Systems Engineering and Integration (SE&I).

6. Market Research

The USCB conducted market research by reviewing (1) historical acquisitions for the same requirement, and researching 2) the Federal Supply Schedules, such as GSA MAS IT, and GWACs such as NITAAC CIO-SP3, and (3) other available strategic sourcing vehicles, such as the Commerce Acquisition for Transformational Technology Services (CATTS).

The government's goal is to compete and award the DAPPS requirement on CATTS. However, issuing a logical follow-on to Prime Source Technologies for the period between the YA1323-15-BU-0038/WO004 POP end date of 07/31/2022 and the date that DAPPS can be competed and awarded via CATTS can prevent a lapse in service. However, the work order contains FAR Clause 52.217-8 "Option to Extend Services", which allows the Contracting Officer the option to extend the Period of Performance for up to 6 additional months. The intent is to exercise the Option via FAR 52.217-8 through September 14, 2022 to prevent a lapse in the required services and ensure this new follow-on Work Order is in place prior to the end of the SE&I ordering period (September 20, 2022).

Awarding a one-year base period and optional 6-month extension limited sources logical follow-on to Prime Source Technologies, via their SE&I Project Tier ESF BPA, will allow the time for the DAPPS requirement to be awarded onto the CATTS strategic sourcing vehicle and prevent a lapse in service after the current Work Order expires.

In the interest of economy and efficiency per FAR 8.405-6(a)(1)(i)(C), no other sources were considered for this procurement as it is in the Governments best interest to issue a logical follow-on for this work to Prime Sources Technology LLC.

7. Any other facts supporting the limited source justification.

The amount of time and funds required to train, educate, and provide the efficiencies already gained through the years of experience under the work of Prime Source Technologies, LLC will cause an unacceptable delay in the USCB's ability to fulfill its mission in a manner that is both timely and satisfactory. Not acquiring continuing services from Prime Source Technologies will jeopardize the level of acceptable quality and timeliness of the USCB's ability to provide DAPPS support services. In preparation for the 2025 Census Test and planned upgrades to the system and its infrastructure, it is a major concern of the government's that a disruption of this current work to re-compete these requirements and to bring a new Contractor up to speed with the current environment would create duplication of costs, transition delays, and increased costs. In addition to this, should USCB attempt to transition vendors, there is a high probability this

would result in failure to deliver the planned upgrades to the COTS product that were put on hold due to the 2020 Decennial operations. There are new functionalities delivered within the COTS product by Prime Source Technologies will allow Census to improve processes at recruitment and human resources such as self-service portal for applicants, self-service portal for managers and employees, new workflows for hiring, and others. In terms of security enhancements, Prime Source Technologies delivers new functionality and security patches where exploitation can occur and putting at risk our applicants and employee's data which are protected under the Title 5

8. A statement of the actions, if any, the agency will take to remove or overcome any barriers that led to restricted consideration before any subsequent acquisition for supplies and services is made

The purpose of this one-year, noncompetitive acquisition of DAPPS services is to bridge the gap between the Current DAPPS work order POP and the time when DAPPS can be awarded onto the soon-to-be-awarded DOC CATTS strategic sourcing vehicle.

Bridging this gap will allow for the time to award CATTS, prepare the DAPPS requirement to solicit on CATTS, award DAPPS on CATTS, and then transition. This will remove the barrier to competition, allowing the DAPPS requirement to be competed among the vendors on the CATTS vehicle and enabling the government to maximize the use of strategic sourcing vehicles. CATTS will be a 10-year IDIQ that is 100% set-aside for small business. It will provide IT Services and Support to DOC/OS customers and DOC Operating Units and use a streamlined procurement process for work orders and has no fee for any DOC agency. CATTS will cover a total of 6 task areas with the scope of work for the DAPPS requirement falling under Task Area 4 (IT Operations and Management).

9. Technical/Program Certification:

Under my cognizance, I certify that facts and representation of technical data that form the basis for this justification that are the responsibility of the technical or requirements personnel are complete and accurate to the best of my knowledge and belief.

**ALESSANDRO
REBAUDENGO** Digitally signed by
ALESSANDRO REBAUDENGO
Date: 2022.07.22 06:52:13
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Alessandro Rebaudengo Date
Assistant Division Chief
Administrative Systems/Application Development & Services Division (ADSD)
U.S. Census Bureau Headquarters

10. Certification from the Contracting Officer:

All of the requirements of the Competition in Contracting Act (41 U.S.C. 253), as implemented in the Federal and Commerce Acquisition Regulations, have been considered in preparing this justification. As Contracting Officer, I hereby certify that the justification for limited sources for this requirement is accurate and complete to the best of my knowledge and belief.

**MATTHEW
GORE** Digitally signed by MATTHEW
GORE
Date: 2022.07.22 09:16:27
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Matthew Gore Date
Contracting Officer
Acquisition Division
U.S Census Bureau

11. Activity Competition Advocate:

I have reviewed this justification and determined that the rationale presented for issuing the Order as a Limited Source- Logical Follow On applies to this Work Order and is approved.

**LESLIE
ANDRECS** Digitally signed by LESLIE
ANDRECS
Date: 2022.07.29 14:45:27
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Leslie A. Andreacs Date
Assistant Division Chief
Acquisition Division
U.S Census Bureau